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ORANGE COUNTY GENERAL PLAN

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LAND USE ELEMENT

JANUARY 1976

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(NOTE: Text changes are current through Land Use Element Amendment No. 3-75.)



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ABSTRACT

The Land Use Element designates land uses for unincorporated Orange County. It depicts the desired development of the County and proposes the broad policies required to achieve it. Consideration is given to the need for zoning ordinances to be consistent with the plan and for integration of the element with the entire General Plan.

The element consists of six sections. Section I forms the Introduction, which includes a discussion of legislative requirements. Section II describes the relationship of policies and goals to the General Plan and lists major policy content. The identification of existing conditions and related problems and issues are presented in Sections III and IV. Section V discusses needs and deficiencies and Section VI contains the plan concepts, strategies and proposals designed to implement the element.

I. INTRODUCTION

The Land Use Element (LUE) is the major policy document for carrying out development and conservation proposals of the General Plan. The Government Code of the State Conservation and Planning Law, Section 65302, defines it as:

"A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of the land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas. "

A. Nature and Purpose

The Land Use Element has several related purposes: foremost, it attempts to describe the land use policies for all unincorporated territory in both narrative and graphic terms, including the standards and criteria upon which they are based. It identifies unresolved issues to be addressed by subsequent planning, and describes how the Element is to be implemented through the regulation of development and more specific planning.

B. Relationship to Other Elements

The LUE attempts to reconcile the policies and proposals of all elements of the General Plan, thereby promoting the achievement of broad goals. When there are differences in emphasis among various elements and the LUE, issues become surfaced, necessitating the policy revisions and trade-offs that are part of the continuing plan-

ning process. It is important, therefore, that the LUE, as the major policy document of the General Plan, be periodically updated along with the other elements. Its amendment, in fact, is a more complex overall task than that of other elements and great care must be exercised to clarify and resolve policy conflicts.

C. Consistency Assessment

Government Code Section 65880 requires that city and county zoning ordinances be consistent with the general plan.

The California Council on Intergovernmental Relations' "General Plan Guidelines" states that this requirement "emphasizes the importance of clearly defining the purpose and nature of the zoning ordinance as having immediate force and effect on each parcel of land and the general plan as a body of long range public policy."

Since the land use element establishes proposed land uses, it is a key ingredient in consistency assessment. In developing the Orange County Land Use Element (LUE), an attempt has been made to consider the needs involved in achieving consistency while retaining the "long range public policy" orientation of the plan.

A Zoning Consistency Program has already been undertaken by the County to determine necessary changes in both the Zoning Code and the LUE which will bring about consistency (see "Administration of the General Plan").

II. POLICY AND THE GENERAL PLAN

THE CALIFORNIA GOVERNMENT CODE STATES THAT: "THE GENERAL PLAN SHALL CONSIST OF A STATEMENT OF DEVELOPMENT POLICIES AND SHALL INCLUDE A DIAGRAM OR DIAGRAMS AND TEXT SETTING FORTH OBJECTIVES, PRINCIPLES, STANDARDS AND PLAN PROPOSALS."

The implication of the Government Code regarding policy is that the entire General Plan, including its many elements,

should reflect some unified development policies. In other words, the plan should express the basic guidelines for development desired by elected representatives of the public.

The determination and implementation of basic policies are central to the planning process. This section of the 1983 - Land Use Element describes briefly what policy planning is, how it fits into the planning process, and what functions the policy guide plays.

Policy Definition

Policy is a widely used term with many connotations. Basically, policy may be considered as the link between program activity and environmental goals. For purposes of the Orange County General Plan, policy will be defined as: an organization's commitment to goals as expressed in written and unwritten guides for decision making. There are three key elements to this concept of policy:

1. Commitment - The existence of a policy reflects at least a minimal degree of commitment on the part of the organization to act in a particular way or to seek a particular goal. (Note that there may be a commitment to the status quo as the goal.)
2. Action oriented - policies guide action. Policies are useless if they do not suggest, at least in general terms, the type of action (or prohibition on action) appropriate to their implementation.

3. Multiple levels - policies may vary in scope and degree of specificity. Top level priorities are broad and general while lower level policies are narrower and more detailed.

If policy is to be implemented (and it is not truly policy unless there is implementation), the following actions must usually be taken:

- A. Establish specific objectives to be achieved.
- B. Adopt programs designed to achieve the objectives.
- C. Apply standards to measure progress toward objectives or to develop the objectives themselves.
- D. Adopt principles to guide the way in which program activities are to be carried out.

Relationship Between Goals and Policy

Goals may be defined as an ideal state or condition toward which effort is directed. Though these conditions may never be totally attainable, goals statements are important since they inject a sense of purpose into activities which might otherwise degenerate into procedurally oriented routines.

By themselves, goals are too abstract to guide action. However, they provide the rationale for the policies which do guide action.

Moreover, even without specific objectives or criteria (desirable as it may be to have such "measurable" detail) it is generally possible to determine whether or not a proposed action will move the County toward a goal, away from it or essentially maintain the status quo.

Levels of Policy

Those policies expressed as a part of the Orange County General Plan are not all of the same level of significance. The following discussion of levels of policy as compared to elements of a trip -- destination, route and means of transportation -- illustrate this point (adapted from "Defining Development Objectives" by F. H. Beal, 1968).

The first and most general level of policy is the destination. At this level, the policies would deal with questions concerning alternative forms of development, rates of growth, character of the

economy, levels of desired public services and intensity of development. The objectives developed at this level may relate to any aspect of urban development. These destination points, or policies, are really statements that say "we would like..." or "wouldn't it be nice if...". However, standing alone, they are of relatively little use in guiding action by the community.

The next level of policy is the route which specifies in general terms the way (route) the destination can be reached. They indicate the kinds of actions that will, or can, be used to achieve the major or destination objectives.

The third level is the means of transportation. These policies are still more detailed and can be readily translated into specific design proposals or action recommendations. They are implementing or operating policies.

One of the values of viewing policies in this way is that it illustrates the danger of adopting policies out of sequence. If the lower levels are adopted first, and they often are in response to particular problems, there is no opportunity to consider properly all the higher levels of policy. To illustrate, if one decides to take a trip by train he immediately limits his choice of alternative routes, and, as a consequence, his choice of destinations.

GOALS

Goals are defined as a desired state or condition toward which effort is directed. It is an end to be sought, although it may not be attainable.

In order to improve the quality of life of the County's residents, a set of development goals is essential. Consistent with the scope of the Countywide General Planning Program, these goals should satisfy human, physical, economic and governmental needs of the citizens of the County.

As a point of beginning, the Board of Supervisors adopted the following statements as interim goals, knowing that they would be subject to modification and further detailing as the planning process continues.

GOALS FOR THE HUMAN ENVIRONMENT

Human environmental goals are those goals related most directly with the well-being of man. All of the goals are related in one way or another to man and his activities, but the human goals

deal with him as an individual; his opportunity to develop his full potential, physically and mentally; his physical and mental health; his use of leisure time; and the way he lives.

Opportunity

Opportunity for all residents of the County, regardless of economic status, race, creed, color, sex or place of residence, to work and improve their own way of life and to enjoy all of their constitutional rights while fulfilling their responsibilities to the rest of the community.

Health

Good physical and mental health for all County residents and quality health services accessible to all residents as required to meet their needs.

Education

Lifelong educational programs and quality facilities that will allow all residents of the County to obtain the knowledge and skills necessary to achieve their personal goals and to participate fully as active citizens.

Recreation

Recreation facilities and programs that will satisfy the basic needs of the residents of the County for individually satisfying leisure time activities.

Culture

Cultural facilities that are open to all of the people and that meet the varied needs of the many groups residing in the County.

Community

A choice of residential communities, within a reasonable distance of the individual's place of occupation, where the individual may develop a sense of identity and belonging, and satisfy physical, cultural, and economic needs.

Safety/Security

A safe and secure environment for every resident of the County while at work, at home, or any other location within the County.

GOALS FOR THE PHYSICAL ENVIRONMENT

Physical environmental goals relate primarily to the physical surroundings in which we live. They include both the natural and man-made physical elements.

Environmental Quality

Optimum sustainable environmental quality levels with respect to air, water, sound levels, and plant and animal life.

Housing

A supply of housing that varies sufficiently in cost, design, type, and location to meet the economic and social needs of every resident of the County.

Transportation

An integrated transportation system consisting of a blend of transportation modes capable of meeting the continuing need to move people and goods by private and public means with maximum efficiency, convenience, economy, safety and comfort and one that is consistent with other goals and values of the County and of the region.

Urban/Rural Development

An urbanized County that retains a significant rural atmosphere by the balanced use of agriculture and open space.

Amenities

Preservation and enhancement of the environment through the harmonious blending of man's urban structures and life into the natural environment.

Natural Resources

The wise use and the conservation of natural resources, enabling present residents to meet their needs and simultaneously protect these valuable resources for the use of future citizens.

GOALS FOR THE ECONOMIC ENVIRONMENT

Economic environmental goals relate to the internal and external factors influencing the economy of Orange County, as well as the

financial structure of the County itself. In a sense, the economic environment is the complex financial network that touches every element of life within Orange County.

Economic Balance

A healthy and vigorous economy in which business, industry and government are properly balanced to meet the needs of all County residents relative to goods, services, income, and employment opportunity.

Minimum Income

Opportunity for every resident of the County to receive, as a minimum, an income that will allow the individual or family to meet the basic needs of life.

Economic Distribution

Commercial and industrial operations distributed throughout the County in convenient and aesthetically pleasing centers that are compatible with their surroundings.

GOALS FOR THE GOVERNMENTAL ENVIRONMENT

Governmental environmental goals concern all aspects of government operation. The goals involve the government structure, the involvement of the citizen, the effectiveness and efficiency of the government operations, the gathering and utilization of revenues, the development and utilization of land and facilities, and inter-governmental coordination.

Governmental Structure

A governmental structure for the total County that fully recognizes the peculiarities of our local governments; the common goals of the residents of the total County; the needs of a County that is partially urban and partially rural, and the mutual advantages to be gained from the integrated actions of all of the organizations.

Citizen Involvement

Greater citizen involvement and awareness of local government through the use of improved mechanisms to make information more readily available to the citizens, whereby their needs and desires may be more easily made known to their representatives,

and whereby the citizens are informed of specific actions taken by elected officials.

Effectiveness/Efficiency

A government that is responsive and effectively meets the needs of the residents by providing facilities and services with maximum efficiency and at minimum cost.

Finance

A governmental financing system that maintains a balance between expenditures and revenues and which equitably distributes the cost of government between the present and future beneficiaries of such expenditures.

Land/Facilities

Optimization of land acquisition and public facilities development to meet the needs of the present and future residents of the County.

Coordination

A high degree of coordination in policy formulation and implementation between governmental jurisdictions both within and external to the County.

INTERIM POLICY GUIDE

The policies contained in the Orange County General Plan constitute a policy guide which, when adopted, provides basic direction to those aspects of physical growth and development within Orange County over which the Board of Supervisors exercises some authority. In some cases, the policies relate solely to development within the unincorporated portion of Orange County (such as land use). In other cases, the policies reflect a countywide perspective (such as arterial highways).

The present version of the policy guide is likely to be reviewed and modified substantially within the near future. Although many of its policies were previously adopted by the Board of Supervisors, this is the first attempt to package them together. Subsequent Board decisions related to growth policy, specific plans, open space and conservation elements and other products of the planning process will certainly have an impact on the policy guide.

The specific purposes and values of the policy guide are to:

1. Provide direction to those responsible for planning physical developments and programs, enabling them to work in closer accord with County desires.
2. Provide a step of agreement in understanding upon which more detailed and extensive planning can proceed.
3. Help to avoid the confusion between levels of policies and thus help to achieve clearer and more pointed consideration of each policy at its appropriate level.
4. Help to create a common understanding of the direction which is so desirable when many individuals and groups are making decisions that affect the County welfare.
5. Provide an opportunity for countywide and individual discussion of policies, ways and means before great amounts of time and effort are spent in preparing detailed plans and before the time when action is about to be taken.
6. Provide a ready reference to assist elected and appointed officials in making day-to-day decisions involving physical development.
7. Make policies more visible so that, a) there is a better chance that they will be implemented and, b) they can be updated and improved.
8. Provide a policy framework for countywide physical development planning activity.
9. Provide a basis for the evaluation of physical development, programs and agency performance in implementing those programs.
10. Make it possible to relate countywide physical development policies to those of the region and the Southern California Association of Governments (SCAG).

Maintenance and Updating

In order to be a useful reference, the policy guide must be maintained and updated as new information becomes available and policy is modified. It is anticipated that the maintenance and updating cycle will be related to development of a countywide framework plan, review of the SCAG Regional Development Guide and further

updating and amending of the Orange County General Plan. At some point in time, a similar or expanded version may be adopted by the many governmental jurisdictions which do have authority for policy adoption and implementation within given areas of the County. Later versions of the guide may also include policies related to the human, economic and governmental environments.

POLICIES

The top level policies listed below are designed to provide guidance for long range decision making in Orange County. The implementing policies are designed to provide short range guidance. Both of those constitute the Policy Guide for that portion of the County under the jurisdiction of the Board of Supervisors.

GENERAL GUIDELINES (Top Level Policies)

1. To plan for self-contained communities, each in harmony with its neighbors, and consisting of necessary places to live which reflect a balance of residential, industrial, commercial and open space land uses.
2. To enact and enforce regulations which will restrict development in areas subject to substantial hazards to persons and property due to seismic activity and surface soil hazards.
3. To consider the policies and decisions of Regional, Federal and State agencies when adopting general land uses and zoning.

Implementing Policies

1. To use the General Plan Land Use Element as a guide rather than a guarantee in making land use decisions.
2. To encourage staged development proposals based on the General Plan and thus prevent the opening of vast areas for premature development.
3. To give priority to those development proposals for which urban services and public utilities are readily available and which conform to the General Plan.
4. To withhold approval of tentative subdivision maps and planned community zoning until adequate assurances have been given that appropriate utilities and public services will be available

when needed. Whether such utilities, public facilities and services will be "available" should be considered with reference to the existing capacities, planned and committed capacities (including schedules) and existing service loads of the agencies involved.

5. To ensure that all County departments and districts governed by the Board of Supervisors shall, in carrying out their activities, seek to enhance the quality of the physical environment, including the air, water, sound levels, landscape and plant and animal life.
6. To preserve air resources by identifying, monitoring and controlling all air pollution sources as required to meet established air quality standards and to equitably distribute the cost of such activities among the direct and indirect contributors to air pollution.
7. To allow residential densities based on the ranges and standards specified in the Land Use Element of the General Plan and encourage the solution of land use problems through innovative design.
 - 7.1 The residential densities proposed on the Land Use Element are flexible to the extent that the maximum number of permitted dwelling units need not be evenly distributed; however, to be consistent the density (total number of dwelling units per gross residential acre) of any actual land use development proposal shall not exceed the density range that is shown by the Land Use Element, and must meet the other conditions established by the General Plan Zoning Guidelines.
8. To encourage cluster housing and planned unit development when it is found that by this method of development it will better preserve natural terrain and the open character of the County.
9. In order to ensure consistency between ordinances, rules, regulations and the General Plan, consistency shall be defined as: land uses which are compatible with the objectives, policies, general land uses and programs specified in the General Plan.

RESIDENTIAL LAND USE AND HOUSING (Top Level Policies)

1. To provide the opportunity for every person employed in the community to live within or close to the community.

2. To generally restrict residential uses from areas subject to consistently high noise levels.

Implementing Policies

1. To provide the necessary resources and support to the Orange County Housing Authority as the prime County agency responsible for housing so that a workable local program for provision of low and moderate income housing may be developed and implemented at the earliest possible date.
2. To plan for a supply of housing that varies sufficiently in cost, design and type to provide a choice for the persons employed in the area.
3. To give priority consideration in providing public services to those developments which offer a wide range of housing choice including low and moderate income housing.
4. To provide a suitable mix of both ownership and rental housing units within the area.
5. To consider low and moderate income housing for equitable dispersion throughout the unincorporated area.
6. To examine all residential development projects, especially large scale development, for the feasibility of including low and moderate income housing.
7. To encourage the efforts of the private sector to provide low and moderate income housing through the use of appropriate incentives.
8. To study the feasibility of providing priority consideration to those residential development projects which provide adequate guarantees assuring the provision of low and moderate income housing.
9. To encourage applicants whose proposed development projects would result in the displacement of low and moderate income households to guarantee that suitable housing of at least equal quality is available.
10. To require that all residential units have an interior noise level in living areas that is no greater than 45 dBA.
11. To limit sensitive land uses such as single family detached dwellings, hospitals, convalescent homes, and churches, from

areas within the 65 CNEL.

12. To insure that residential developments in areas with a 65 CNEL or higher are not approved until the Orange County Health Officer verifies to the Planning Commission that the noise analysis is technically adequate and that adverse health impacts, if any, can be adequately mitigated.

NOTE: Policies within this section are generally part of the physical environment. Since most housing policies relate more to human environment they have not been duplicated in the Land Use Element text. Those human environment policies relating to housing will be included in the text of the Housing Element when adopted.

COMMERCIAL AND INDUSTRIAL LAND USE (Top Level Policy)

1. To encourage the development of industrial and commercial land uses within unincorporated communities, based on community and countywide economic development needs.

Implementing Policies

1. To locate industrial uses in areas in which such development is desirable, and also in areas which are characterized by conditions not suitable for residential uses.
2. To encourage the design and location of industrial and commercial facilities so that they will not conflict with other land uses.
3. To discourage strip commercial development.
4. To locate major commercial and industrial centers in areas which are easily accessible to major transportation facilities.
5. To encourage industrial parks as the preferred method of accommodating industrial uses.
6. To give priority to those zone change requests or other development proposals for local commercial land use within areas designated for residential use upon determination of:
 - a. The adequacy and appropriateness of the proposal itself;
 - b. Consistency with the General Plan; and
 - c. Detailed site locations established through the specific planning process.

PUBLIC FACILITIES AND UTILITIES (Top Level Policy)

Implementing Policies

1. To plan for the provision of drainage facilities that will be consistent with the goals, objectives and policies, and general land uses of the Land Use Element.

TRANSPORTATION (Top Level Priority)

1. To develop a balanced transportation system in which public transportation modes will be more competitive and reliance on the public highway/private automobile mode will be reduced.
2. To restrict further expansion of commercial air transportation in Orange County until a plan for an adequate air transportation system is adopted.

Implementing Policies

1. To plan for arterial highways and freeways as part of a balanced transportation system in support of the land uses reflected by the Land Use Element of the General Plan and in conformance with applicable environmental quality standards.
2. To plan arterial highways in such a manner that they provide access to but do not divide neighborhoods, village centers or parks, but work to form the boundaries of such areas.

OPEN SPACE AND CONSERVATION (Top Level Policies)

1. To preserve a substantial percentage of the County's urban and rural land area as permanent open space to provide for the health, safety and well-being of the County's present and future residents.
2. To protect open space from premature development by staging urban development.
3. To preserve some of the rural character of the County by using open space and agricultural lands to separate communities.
4. To enact and enforce regulations which will restrict development in designated floodplains, on or adjacent to rivers, creeks, streams and other riparian areas, retaining their natural features so as to protect and enhance their value to

the general public.

5. To preserve a substantial percentage of the County as permanent open space (1) to provide ample outdoor recreation opportunities; (2) to conserve natural resources, scenic beauty and agriculture, and other land and water resources whose retention is necessary for the continued maintenance of the quality of the environment and development in order to achieve efficient growth and maintain community scale and identity; and (3) to prevent incompatible development of areas that should be preserved or regulated for scenic, historic, conservation and public health and safety resources.
6. To conserve the natural resources of the County by effectively managing the use of needed resources and by preserving the remaining resources for future generations.
7. To maintain in as near a natural state as is consistent with public safety, the stream courses, estuaries and other water bodies of the County.
8. To assure compatibility of uses surrounding a designated wilderness or wilderness-type area, by instituting a special review of uses and proposed uses within one (1) mile of the boundaries.
9. To insure land uses within designated scenic highway corridors are compatible with scenic enhancement and preservation.

Implementing Policies

1. To seek out, evaluate and take advantage of special opportunities to obtain open space as these opportunities become available and when the available open space meets or helps to meet established open space requirements.
2. To preserve natural resources by protecting fish, wildlife and vegetation habitats; by retaining the natural character of waterways, shoreline features, scenic land features; by safeguarding areas for scientific and educational research; by respecting the limitations of our air and water resources to absorb pollution; and by encouraging legislation that will assist in preserving these resources.
3. To preserve as much as possible the natural character of the landscape by requiring proposed development plans for hill-sides and ridgelines to consider scenic and conservation

values, impacts on soil mantle, vegetation cover, water resources, physiographic features, erosion problems, and recontouring and replanting where the natural landscape has been disturbed.

4. To permanently preserve agricultural land and prime soils as a natural resource and economic asset.
5. To permanently preserve significant watershed and groundwater recharge land as a means of maintaining the present capacity for local natural water recharge and reducing the County's dependence upon imported water; of providing a natural form of flood protection; and, of maximizing the multi-use potential of these lands for other open space purposes.
6. To retain agricultural preserves to the maximum extent possible by discouraging non-renewal and by the use of zoning and other means to protect these lands from the pressures of urbanization.
7. To protect the Laguna Greenbelt area from development pending the completion of applicable plans.
8. To make use of open space easements and similar devices as an adjunct to planned community zoning and specific plans in order to implement the open space intentions of the General Plan and the "tradeoffs" made at the General Plan level, irrespective of future property divisions or ownerships.
9. To require, if necessary, conditions and mitigation measures for new development to minimize adverse impacts of land use in the vicinity of a wilderness area.

III. IDENTIFICATION OF EXISTING SITUATION

A. Historical Perspective

Between 1940 and 1950 agriculturally oriented Orange County experienced a significant increase in population, surpassing both the national and California averages. The conditions which precipitated this growth included migrations from Los Angeles, the extension of freeways, arterials and other public facilities and the attractiveness of the county as a residential community.

In 1960, Orange County ranked fifth in population among the state's counties and in 1970 it ranked second. Development, once confined to western Orange County, spread to the southeastern sector, placing great pressure on the unincorporated area. By the early 1970's, it became apparent that the County's Land Use Element (adopted in 1947 and amended by various area plans) was no longer adequate to respond to either current or projected growth. As a result, an intensive effort to update the plan was undertaken.

In December, 1973, the Board of Supervisors adopted a revised plan which delineated broad areas within which development during the subsequent ten years would be likely to occur. The "1983 Land Use Element" was designed to serve as a policy guideline for decisions on short range physical development -- enabling public and private land use to be coordinated at a time when Orange County had not reached a consensus on its ultimate growth and development.

Proposals submitted after the adoption of the new element were processed as amendments to the plan. This resulted in the adoption of a number of additional policy supplements containing more detailed guidelines for specified sub-areas of unincorporated territory.

B. Current Status

The planning area covers all of unincorporated Orange County. Fringe areas and county islands reflect the plans of affected cities as much as possible.

Although the element is a comprehensive document, there are a number of policy questions which require additional consideration. Such issues as the determination of areas which need to be conserved or changed from their current designations are yet to be decided. These major policy decisions will profoundly affect the growth and development of the county for years to come.

Experience under the recently strengthened state laws with respect to both the amendment process and consistency assessment suggest certain modifications to the element. For example, the element contains varying levels of detail to compensate for the absence of more specific plans in key growth areas. Over time, attempts will be made to raise the Land Use Element to a consistent level of general detail throughout its area of application.

IV. PROBLEMS AND ISSUES

To some extent, the Land Use Element contains both short and mid-range proposals. Various problems and issues (unresolved questions) remain to be dealt with in unincorporated territory. The severity of some of these suggest that action should be careful and deliberate.

One approach is to establish sequential or phased action, but this is an issue in itself. In order to bring perspective to the issues involved, the following summary of basic concerns of local government, citizens, property owners and others has been compiled:

1. What should be the future character and quality of the physical environment in unincorporated Orange County?
2. What social, environmental and economic goals and objectives should we strive to achieve?
3. How should the plan for unincorporated territory relate to adjacent areas and what trade-offs are necessary, if any?
4. What expectations by property owners are realistic in terms of a) use of their property; b) confidence in commitment by the County to that use; c) thrust of the public interest in their proposals; and d) reasonable levels of investment risk to be extended?
5. What should county government's posture be regarding proposed developments in areas for which sufficient plans do not yet exist?
6. How may public utilities, facilities and services be most effectively and efficiently programmed to both support and implement the plan?
7. To what extent should the Land Use Element be an "end-state" plan reflecting ultimate development?

8. To what extent should the Land Use Element provide for either temporary or permanent preservation of agriculture?
9. What is the County's responsibility to the coastal and mountain areas' resources in terms of local and regional demands upon these sensitive areas?
10. What are the most important areas in the County to be conserved; which to be changed?
11. How should the plan be most effectively and equitably implemented?

The Land Use Element attempts to address these issues through broad policies designed to provide both the flexibility and definitive guidelines necessary in a dynamic situation.

V. NEEDS AND DEFICIENCIES

Needs and deficiencies to which the Land Use Element is intended to be responsive are derived from two sources. The first is an examination of problems and issues facing the unincorporated area in light of the current situation previously described. The second is the requirements of state law, which have the effect of giving the general plan increased weight in the planning process.

Consequently, needs and deficiencies relate mainly to the planning process. A list appropriate to Orange County's situation would include the need for:

1. A long range comprehensive plan and related short-range, mid-range and long-range policies.
2. A clearly structured General Plan document in which each element is consistent with the balance of the Plan.
3. Precise definition(s) of policy terms to minimize variation in interpretation of the plan's intent.
4. Appropriate level of citizen participation in the General Plan process.
5. Continued improvement in the planning process to facilitate plan responsiveness to both resident and development interests.
6. Explicit standards, criteria and programs to mitigate the impact of public and private activities on the natural environment.
7. Development of specific plans, based upon the General Plan.
8. Coordination of the plan with affected governmental jurisdictions and agencies.

Each amendment to the Land Use Element represents an attempt to enhance the General Plan with respect to above requirements. Particularly through text revisions, ambiguities are removed and the policy intent of the plan is clarified.

VI. PLAN CONCEPTS AND STRATEGIES

To carry out the plan efficiently, land use proposals are divided into two major groups: reserve areas and urban areas. This establishes a formal procedure allowing change from one category or group to another. Each category is described below in terms of its characteristics and planning guideline policies.

- A. RESERVE AREA: This is land identified on the Land Use Element Map where proposed residential, commercial or industrial land uses are not yet ready for implementation or where such proposed land uses have not yet been adopted.

This designation is one in which both public and private planning are encouraged within the limits of available planning resources and constraints of approved amendment schedules. Residential, commercial or industrial developments, particularly large scale developments, are not encouraged within the reserve designation. Reserve areas should remain in or be rezoned to agricultural zoning districts.

Initially, all preserve and planning reserve areas designated on the Land Use Element as of January, 1975, are included in the reserve category. Such areas may be modified by amendment to the General Plan. Subsequently, where urban uses have been adopted, but remain in reserve status, the normal General Plan land use designation is used and followed by the letter "R" (example: 1.3R - Medium Density Residential, Reserve). Any level of planning short of implementation may be undertaken in reserve status.

Removal of land for either a phase or the entirety of a planning area from the reserve status must be accomplished by amendment to the General Plan. In addition to other General Plan policies, approval of a request to remove land from reserve status will be based upon the degree to which all of the following criteria are satisfied:

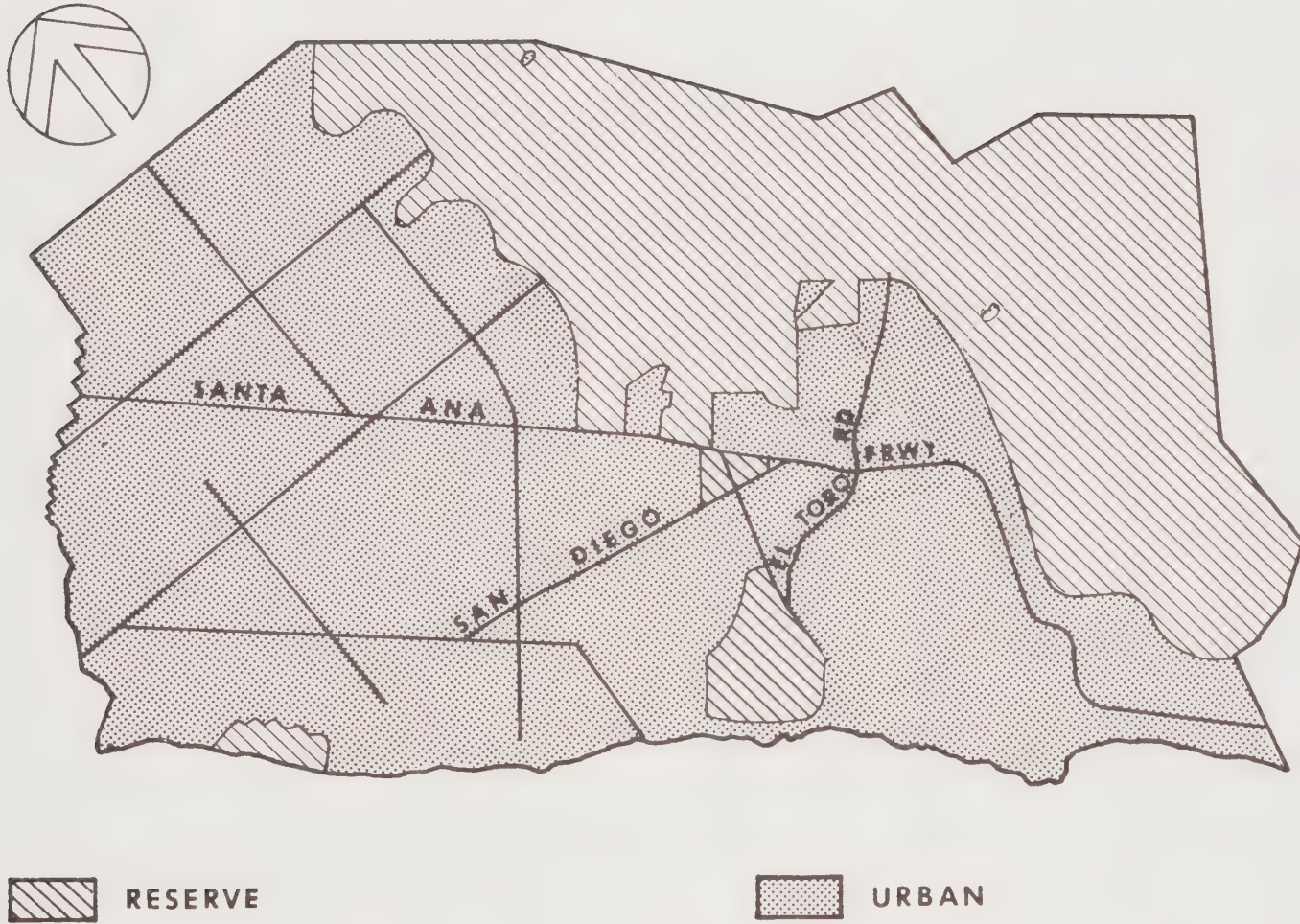
1. Adequate public services, facilities and utility capacities exist or have been planned and budgeted to adequate capacity and will be available at the time of development.

2. Existing or planned and budgeted traffic and/or transit facilities will permit access to employment and activity centers without exceeding local or regional transportation facility capabilities.
 3. Implementation of land uses will give consideration to broadening housing opportunities for low and moderate income families.
 4. Residential and employment centers will be brought closer together to minimize vehicular miles travelled.
 5. A minimum of natural hazards exist or can be mitigated to the County's satisfaction.
 6. Natural resources are either insignificant or can be preserved to the County's satisfaction.
 7. Applicable air and water quality standards for respective air basins and watersheds can be met.
 8. Regional impact of proposed land uses have been evaluated by the County and required amendments to all applicable General Plan elements have been identified.
 9. Urban land uses have been adopted within the reserve area.
- B. URBAN AREAS: This classification applies to those regions of the County where varying degrees of development should occur within the next ten years. It encompasses existing urbanized as well as vacant areas on the urban "fringe" which are ready for development in the near future. Development is "encouraged" within these areas because support systems, such as highways, water and sewer facilities, and other public services have been provided. It is an objective of the Land Use Element to bring about the most efficient utilization of public facilities and services by providing for staged development based on their logical extension.

The urban land use area includes almost all land use categories but is characterized by residential, commercial, industrial, public and quasi-public uses.*

*In preparing the plan, it has been a policy to reflect the appropriate city general plan for "county islands" (unincorporated territory surrounded by a city or cities) whenever possible.

MAJOR LAND PATTERNS



In addition to the Urban Area planning guidelines below, other applicable policies are found in descriptions of major land use categories and sections of the text, including the policy guide.

PLANNING GUIDELINE POLICIES

- A. Property located within Urban Areas shall be rezoned to conform to the goals, policies, objectives and general land uses delineated by the General Plan.
- B. Undeveloped land located in the Urban Areas should be encouraged to develop in a manner consistent with the goals, objectives, policies and general land uses delineated by the General Plan.
- C. The extension of roads, public services and utilities in the Urban Areas should be encouraged in a manner consistent with the goals, objectives, policies and general land uses delineated by the General Plan.
- D. Development which permanently preserves significant amounts of Open Space in the urban areas should be encouraged.
- E. The preparation of specific plans and amendments to existing plans should be undertaken with citizens' groups and local jurisdictions adjacent to such areas.
- F. The annexation of unincorporated County islands should be encouraged prior to future development.
- G. Intra-governmental planning efforts should be encouraged for fringe areas, particularly in the preparation of specific plans.

LAND USE PROPOSALS

Residential

Residential uses are proposed only for the unincorporated Urban Areas of the overall planning area. Generally the major feature of the residential proposals is variety. Although in some locales residential densities have been reduced, the proposals encourage a variety of housing types. This is accomplished by "residential standards" which allow for different arrangements of dwelling units as long as those standards and overall density (dwelling

units per gross acre) are not exceeded. The policy expressed here is one of conserving our environmental resources and seeking a harmonious balance between our homes and our surrounding physical environment. Steep terrain, and significant and sensitive resource and open space areas are generally located where lower residential densities are proposed, with the more level and less sensitive areas receiving higher density residential land use allocations.

Commercial

Commercial land uses are designated by the Land Use Element in terms of local, community and regional commercial uses. It is to be noted that local commercial uses are not indicated on the map of the Land Use Element. This is because local commercial is generally of a relatively small size and is supportive of (thus can be located in) almost all other land use categories.

The policy contained here is to consider action on zone change requests or other development proposals for local commercial land uses if such proposals meet criteria which indicate:

1. The adequacy and appropriateness of the proposal; and,
2. Consistency with the General Plan.

Community commercial proposals are indicated on the Map either because they already exist (or have substantial commitment) at that general locale.

Regional Commercial uses designated by the Land Use Element essentially represent existing proposals. When regional commercial proposals are combined with local and community commercial it becomes apparent that consideration of the amount of commercial zoning and its location should be the subject of an extensive study. This is particularly true for southeastern Orange County. Until the issues concerned with commercial development are addressed, the Land Use Element can only offer general guidelines.

Industrial

Industrial designations reflect most of the industrially zoned land in southeastern Orange County. Small new industrial areas are proposed by the Land Use Element for many unincorporated islands throughout western Orange County. The current problems associated with the development of southeastern Orange County, the industrial absorption ability of that area, and intra-area competition are thus represented by the current Land Use Element.

Inherent in the industrial proposals of the Land Use Element, however, is the policy that land designated for industrial park or light industry use should be developed to that use and zoned for accordingly.

Open Space

There are three major Open Space designations on the Land Use Element map:

1. Exclusive Agriculture (Agricultural Preserve) which forms a major part of the Preserve Area and is directly related to the basic policy ten year horizon of the element;
2. General Agriculture and Natural Resource areas; and,
3. Recreational and Other Open Space.

These latter two features reflect adopted goals, policies and concepts of the Open Space and Conservation elements of the General Plan. It should be noted that not all of the open space allocations are to be construed as permanent open space proposals. The Open Space and Conservation elements point out that there are many functions and categories of "open space" and not all relate to public acquisition or permanent preservation.

MAJOR STANDARDS AND LAND USE CATEGORIES

The General Plan Land Use Legend, definitions and residential standards comprise the categories and subcategories of the Land Use Element. Major standards of the General Plan are included in each category. At the broad goal level, these standards serve as land use policy objectives. As development occurs, however, it must also be compatible with the programs and general land uses of the Plan.

Because the Land Use Element categories are at a broad level, actual development compatibility with the General Plan will be achieved through "Specific Plans." These plans will be one of the primary steps or guidess in implementing the General Plan. Consistency will be determined through the use of the General Plan/Zoning Guidelines and future policies to be established by the Planning Commission and the Board of Supervisors. This methodology will enable the General Plan to have both flexibility and administrative efficiency in terms of achieving overall goals. This is in keeping with the concept of utilizing the General Plan as a working guide for future development of the County.

The purposes of the "Specific Plans" mentioned above are to:

1. More specifically define and detail the public policies for development of a specified area through a plan which interprets the basic proposals of the broader General Plan;
2. Serve as implementation plans for the General Plan; and
3. Establish more adequate administrative procedures regarding development regulation so that the General Plan will be truly implemented.

LAND USE CATEGORIES

- 1.0 Residential: This classification designates areas which are to be used for all types of housing, ranging from rural large-estate areas in outlying districts to high intensity urban residential units in appropriate locales.

The residential land use category of low, medium-low, medium, high and heavy density includes various sub-categories. These are primarily designed for certain areas of the County where more specific policy direction on density has been established during the Land Use Element planning process. Unless noted otherwise, residential land use sub-categories shall conform to and be applied in a like manner as the broader categories of which they are a part.

All of the residential density categories, and sub-categories, are described in terms of character, dwelling units per Gross Residential Acre, and Area Per Unit Standards.

Development is expected to occur in accordance with the basic character of the residential category designated on the Land Use Element Map and described in the text. Flexibility and greater efficiency of land use through other arrangements of dwelling units may be achieved within each category if certain conditions are met. Those conditions, as well as formulas for density computation for types of residential projects are presented in the Zoning Guidelines Section of this text.

Application of these categories is intended to include public and quasi-public facilities which are designed to be supportive of the residential category, such as, for example, local schools, libraries, post offices, hospitals and parks. Other uses such as public and private commercial recreation facilities, and local commercial uses may be assumed consistent with the residential designation provided proposals for those

uses conform to other goals, policies and objectives of the Element.

These residential categories are intended for application to all areas so designated on the Land Use Element Map, with one exception. Where Planned Community Districts have been adopted, but not reflected in detail at the General Plan level (such as portions of Laguna Niguel and Mission Viejo) the overall density, area per unit and character represented on the Land Use Element Map are assumed to reflect the Planned Community district regulations.

Where specific plans meeting County standards have been scheduled by the County for preparation and consideration, flexibility in residential categories beyond those contained in the following sections may be considered.

As a rule, the intended character of residential development by category is as follows:

- 1) Low and Medium-Low Density: Basically conventional development at the midpoint of the density range with some flexibility in design if it can be demonstrated to be preferable.
- 2) High and Heavy Density: Basically multiple family development at the midpoint of the density range.
- 3) Medium Density: Basically conventional development at less than mid-range densities, clustering of units at the higher end of the density range, and flexible design about the midpoint of the density range.

1.1 Low Density

Character

Single family large lot estate with much of the surrounding area in open space uses. Primarily designed for the maintenance and/or new development of semi-rural, often equestrian oriented communities.

<u>Density:</u>	<u>DU/AC</u>	<u>APU</u>
1.1	0 - 2	+1AC to 16, 500
1.11	0 - 1	+1AC to 32, 500
1.12	1 - 2	32, 500 to 16, 500

1.2 Medium-Low Density

Character

Single family large lot residential use. Often associated with hillside and foothill areas. Sometimes utilized as a buffer density providing transition between low and medium density neighborhoods.

<u>Density</u>	<u>DU/AC</u>	<u>APU</u>
1.2	2 - 3.5	16,500 to 9,300
1.21	2 - 2.5	16,500 to 13,000
1.22	2.5 - 3.0	13,000 to 11,000
1.23	3.0 - 3.5	11,000 to 9,300

1.3 Medium Density

Character

Single family detached dwelling units on standard sized lots. Some townhouses or cluster arrangements may occur.

<u>Density</u>	<u>DU/AC</u>	<u>APU</u>
1.3	3.5 - 6.5	9,300 to 5,000
1.31	3.5 - 5.0	9,300 to 6,500
1.32	5.0 - 6.5	6,500 to 5,000

1.4 High Density

Character

This category is designed to encourage more intense development than single family detached units. Townhouse, condominium, duplex and triplex units are dominant with some small lot single family units. Usually, high density is located in close proximity to commercial and employment areas, educational and institutional land uses, and cultural and other public facilities such as major transportation routes.

Residential categories

<u>Density</u>	<u>DU/AC</u>	<u>APU</u>
1.4	6.5 - 18.0	5,000 - 1,800
1.41	6.5 - 12.5	5,000 - 2,600
1.42	12.5 - 18.0	2,600 - 1,800

1.5 Heavy Density

Character

Areas of intensive multiple family residential development. Apartments and small lot duplex, triplex, and fourplex units are included within this category.

<u>Density</u>	<u>DU/AC</u>	<u>APU</u>
1.5	18 - 43	1,800 - 800
1.51	18 - 28	1,800 - 1,200
1.52	28 - 43	1,200 - 800

2.0 Commerical

- 2.1 Local Commercial: These areas provide for convenience facilities and goods to serve the needs of the immediate neighborhood. This includes limited professional, retail service and commercial uses. Small food markets and laundromats and drug stores are typical examples of this category. All uses within this classification must be oriented to the immediate neighborhood and compatible with adjacent patterns of development. Since local commercial facilities are not considered to have countywide significance they are not reflected on the 1983 - Land Use Element Map. Until such time as precise locations for such facilities are developed through specific planning, the following guidelines should assist in distributing local commercial zoning.

Local Commercial Guidelines

1. To encourage the development of local commercial activities in centers with common planning, design and facilities (such as parking, ingress and egress).
2. Wherever possible, to locate local commercial development at intersections of primary and secondary streets;

wherever local commercial development must of necessity be located adjacent to major streets, ingress and egress should be from the lesser of the intersecting arterials.

3. To locate commercial development so that wherever possible it is centrally located within its service area.
4. To locate local commercial sites at an optimal distance from regional and community commercial centers.
5. To generally locate local commercial centers one mile apart.
6. To set a general standard of one acre of local commercial development per 1,000 people in the service area. Because there is no absolute criteria for the local commercial acreage needed to adequately service a given number of people, this standard should be tempered by the character of each particular service area.
7. To set a general standard of four to ten acres for a local commercial development.
8. To require the developer to provide justification in the form of a statistical analysis of the market service area of a proposed local commercial development at the time of the zoning request in order to assist the Planning Commission in determining the adequacy and appropriateness of local commercial development.
9. To regularly review and evaluate excessive undeveloped commercial zoning for its ability to serve the community.

2.2 Community Commercial: This category designates land for commercial centers which provides a wide range of facilities for retail trade, convenience goods, services and professional office uses. In addition to supermarkets, restaurants, movie theaters and banks, it includes areas of larger retail volume than that of local commercial. Financial, insurance, real estate and personal and professional services and wholesale trade are compatible with these business centers.

2.21 Professional - Administrative: This sub-category indicates land for the exclusive development and/or continued use of low intensity professional and administrative offices throughout the County. Typical land use within the sub-category would include insurance, real estate, branch banks and other personal and private services.

Professional - Administrative Guidelines

1. To encourage the development of Professional - Administrative centers with inward orientation, common design and facilities.
 2. To locate such sites, where practical, close to the intersection of primary and secondary streets in conjunction with commercial development.
 3. To require justification in the form of a statistical analysis of the market service area of proposed professional - administrative sites to assist in determination of adequacy and appropriateness of the development proposal.
 4. To discourage the development of offices in lineal patterns fronting along major arterials which might cause congestion, and/or ingress and egress problems.
 5. To discourage those proposals designed to capture through traffic and to encourage those proposals sited to serve the neighborhood.
- 2.3 Regional Commercial: This classification identifies a relatively high intensity major center of commercial activities and specialized service establishments that require centralized locations to serve the large urban population of the region or sub-region. Land designated appropriate for regional centers must serve a number of communities lying within a convenient driving time of such a center. Regional commercial centers provide for major shopping, financial, administrative, entertainment, cultural and recreational uses. South Coast Plaza and "The City" are examples of major shopping areas that are found within this category, while Newport Center and regional commercial recreation facilities such as Disneyland would be typical of some of the other types of administrative, financial and recreational use.

3.0 Industrial

- 3.1 Industrial Park: These areas are indicated for a special type of large planned industrial area. Each area is to be designed and equipped to accommodate a community of industries and other uses of land in a manner compatible with one another and surrounding areas.

- 3.2 Light: This classifies general industrial uses in which light and service industries with few nuisance or hazard qualities may be established. Typical uses found within this category include facilities involving nonelectrical machinery; electrical machinery; drug, textile, tobacco and leather goods production; and miscellaneous manufacturing.
- 3.3 Heavy: These are areas for the heaviest and most intensive industrial uses in which industries with a degree of uncontrollable nuisance and/or hazard qualities may locate.

4.0 Public Buildings and Grounds

- 4.1 Public Facilities: This category indicates those facilities built and maintained for the public under the jurisdiction of various governmental units. Included in this category are schools, libraries, civic buildings, and fire and police facilities.
- 4.2 Quasi-Public Facilities: These facilities are the type built for the public benefit but maintained and administered by private entities. They include churches, hospitals, and power-water-waste facilities.

5.0 Open Space: This category is intended to reflect and enhance the Open Space and Conservation Elements of the General Plan through designation of the Open Space Category (and sub-categories) on the Land Use Element Map.

- 5.1 Natural Resources: This designation is applicable to lands characterized by their natural condition and raw materials. Uses should be oriented toward the adequate preservation and development and utilization of the land's existing nonrenewable resources. Included in this category are water resource areas, and resources such as oil, sand and gravel (and other minerals). Until such time as specific mineral resource extraction sites are found by the Planning Commission to be consistent with the Land Use Element, such sites are deemed to have "only a degree" of consistency with the following Land Use Categories of the Land Use Element: Heavy Industrial, Natural Resources, General Agriculture, Recreational and Other Open Space; and are assumed to be inconsistent with all other land use categories.

5.2 Agriculture

5.21 Exclusive: This indicates areas used exclusively for production of food or fiber and includes uses such as crops, orchards and grazing land. "Agricultural Preserve" lands may be included in this designation although a particular preserve area may be in existence for open space reasons other than or in addition to agricultural pursuits.

5.22 General: These are agricultural areas where limited, low intensity non-agricultural and other open space uses are permitted, but which have the overall purposes and intent of producing or preserving food and fiber, including crops, orchards and grazing land.

5.3 Recreational: This refers to lands primarily suitable to serve the outdoor recreational needs of the residents of the area or region. Specifically, these areas, depending on the population they serve and their acreage and location, can be classified into various types, such as community and regional parks, recreation corridors, golf courses, beaches, special purpose recreational facilities providing for such activities as boating and flying, and other recreational facilities.

5.31 Tourist Recreation/Commercial: This subcategory is applicable to areas which, because of unique natural or manmade amenities on or near the site, facilitate maximum conservation of the amenities through comprehensive site planning involving a mix of uses emphasizing recreation oriented commercial activities, open space preservation and conservation of significant natural features. Typical uses to be encouraged would include public or private recreational, cultural, social, and educational facilities; gift and specialty shops; food and drink establishments; hotels and other permanent overnight accommodations; limited residential development; and required parking facilities. Camping and recreational vehicle facilities are not included in this designation, but are to be provided for in the (5.3) Recreation category.

Tourist Recreation/Commercial Guidelines

1. To encourage multi-use developments combining the above uses

and any others which achieve the intent of this designation.

2. To provide for a mix of uses which will facilitate both seasonal and year-round activities, including residential uses, so long as residential uses do not predominate.
3. To vary the uses from site to site so as to capitalize on the particular location, size and uniqueness of each area.
4. To require (1) an adopted community (specific) plan and (2) a features plan for the parcel(s) in question, as input to mandatory site plan review for any zoning to implement this designation.
5. To provide for maximum public access to the amenities afforded by the site.
6. To arrange buildings, structures and manmade improvements so that scenic aspects of the site are available for public enjoyment.
7. To conserve natural features of the site through use of site alterations and grading that enhance the natural scenic and recreational features of the site.
8. To permit residential uses in combined commercial and residential structures, with ground level reserved for commercial uses.
9. To otherwise limit residential uses to attached structures which do not inhibit public access to the amenities on or near the site and which may also provide for transient lodgings within the project site.
10. To consider the nature and significance of the natural amenity, as well as the feasibility of tourist recreation development, in determining the proportion of open space to manmade improvements.
11. To require that facilities accommodating overnight tourists be permanent structures.

5.4 Other Open Space: This category indicates lands designated by the Open Space Element as being of notable scenic, natural and cultural attraction, or special ecological, wildlife or scientific study potential and areas of topographical, geographical and historical importance. Examples include national forest lands, greenbelts, open space corridors, and open space necessary to enhance development form and pattern.

In some instances the application of this designation is very broad, calling for future consideration and subsequent detailed planning, while in others the designation is intended to be more specific and usually represents an agreed upon preservation commitment. Such commitment may be public, private, or both, and is referenced in amendment files and exhibits.

This category is shown on the Land Use Element Map in two ways: as a solid color or striped with an urban use designation.

SOLID DESIGNATION

The solid designation is used (1) to generally represent open space uses in the Preserve Areas or Planning Reserve Areas; these uses basically represent Open Space Element considerations, (2) to indicate open spaces within urban areas. The scale of open space in the latter category may vary considerably, owing to the absence of detailed plans within the adopted open space priority areas. However, within these areas the intent is to:

1. Emphasize the relationship of open space to the immediate area.
2. Establish a direct relationship between open space and adjacent urban development.
3. Encourage strong public and/or private commitment to the preservation of open space generally as delineated on the Land Use Element.

STRIPED DESIGNATION

The striped designation is used in special situations where the intent is to:

1. Treat urban development as a use infringing into an area which has environmental, aesthetic, recreational open space or conservation value, particularly at a community or regional scale, but where the nature and extent of commitment to the preservation of the area in open space remains to be established.
2. Emphasize primary concern for sensitive treatment to successfully accommodate urban uses.
3. Clearly delineate open space-urban use relationships through detailed plan review in order to carry out the General Plan intent. Land uses should be consistent with the Open Space and Conservation Elements of the General Plan as well as the Land

Use Element. It is intended that approval of implementing zoning will be limited to consideration of only those regulations which require a site plan review or other specific plan or precise plan approval. Under certain circumstances, such review may also include architectural considerations. In any event, there is no intention to reduce the overall density within a particular urban category by virtue of a striped designation.

- 5.41 Conservation: This sub-category indicates those portions of "Other Open Space" lands which require preservation in a natural state on behalf of the public interest.

The primary criteria for the identification of the (5.41) areas are 1) planning analysis which indicates these areas have a high degree of conservation value, based upon the Open Space and Conservation Elements; 2) little or no development; and 3) strong public and/or private commitment to the conservation of the areas.

It is the intent of this sub-category that only those uses which are of a passive recreational nature (such as viewpoints); of limited active recreational nature (such as hiking and equestrian trails); required for scientific study and interpretation; or those public service, facility and utility uses absolutely required for public safety, health and welfare are to be considered compatible.

NOTE: The Land Use Element Map may designate certain lands in a general manner for public use. In some instances parcels have already been acquired by the appropriate public agency. Some of these sites may currently be in private ownership. It is the intent of the Land Use Element that the appropriate public agency acquire and develop such public facilities in the general vicinity of the area designated on the plan diagram. It is recognized, however, that the appropriate public agency may not have sufficient funds to acquire all of the sites immediately for facilities which are expected to be required either now or when the area reaches its planned population level. It is the intent of the Land Use Element plan that all concerned public agencies will be notified prior to the approval of any proposal by a property owner to develop or use any land designated for public facility use. It is intended that the public agencies be given a reasonable period of time to acquire or establish appropriate interests in the property for public use prior to the approval of any development proposal. It is further the intent of the plan that in the event the public does not acquire the land within this reasonable period of time that the Plan be amended.

OPEN SPACE PRIORITY AREAS

ORANGE COUNTY, CALIFORNIA

- 1 Santa Ana River/Santiago Creek Greenbelt
- 2 Urbanized Area
- 3 Aliso Greenbelt
- 4 Laguna Greenbelt
- 5 Chino Hills
- 6 Upper Santiago Greenbelt



STATISTICAL SUMMARY

	Gross Acres	% of Total Acres
RESERVE AREA	188,230	66.9%
URBAN AREAS (Uninc. Portion)	92,941	33.1%
<u>Total Uninc. Planning Area</u>	281,171	100.0%

A. The following chart represents the estimated gross acre and percentage totals for the various land use allocations of the total planning area by the Land Use Element.

B. Based upon the average number of dwelling units projected by the Land Use Element for the Urban Area an average population of 667,216 persons is estimated.

Land Use Categories	Gross Acres	Reserve Acres	% of Total Uninc. Area	Avg. No. DU/AC	Avg. No. DU's	Avg. No. Persons/DU
Residential						
Low	12,180	(376)	4.47	1.00	12,180	3.75
Med-Low	11,270	(50)	4.03	2.75	30,993	3.90
Medium	15,493		5.51	5.00	77,465	2.75
High	6,218		2.21	12.25	76,171	3.23
Heavy	604		.21	30.50	18,422	1.90
Sub-Total	45,765	(426)	16.43		215,231	3.10
Commercial						
Local 1.	670		.24			
Community	1,572		.56			
Regional	487		.17			
Sub-Total	2,729		.97			
Industrial						
Park	2,777		.99			
Light	1,111		.39			
Heavy	0					
Sub-Total	3,888		1.38			
Public						
Schools 2.	3,760		1.34			
Local Parks 3.	2,680		.95			
Other Public	7,089		2.52			
Quasi-Public	447		.16			
Sub-Total	13,976		4.97			
Open Space						
Nat. Res.	5,604		1.99			
Excl. Agr.	78,416		27.89			
Gen. Agr.	56,712		20.17			
Recreation	15,156		5.39			
TR/C	582		.21			
Other O.S.	53,558		19.05			
Conservation	4,359		1.55			
Sub-Total	214,387		76.25			
TOTAL	281,171		100.0%			

Note: The Reserve Area is included in the Open Space categories statistics.

1. An estimate based upon a guideline of one acre per one thousand persons.

2. An estimate of local school requirements based upon student generation factors per dwelling unit.

3. An estimate based upon current County standard of four acres per one thousand persons.

4. Dwelling unit maximum included within other land use categories other than residential does not include 200 units adopted subject to reserve status.

GENERAL PLAN/ZONING GUIDELINES

The following guidelines indicate those zones in the County Zoning Ordinance which are consistent, or could be found to be consistent under certain circumstances, with the land use categories of the Orange County General Plan.

Guidelines

A. STANDARD ZONES

1. The Land Use/Zoning Matrix determines those zones which are consistent or could be found consistent with the Orange County General Plan.

B. RESIDENTIAL ZONES

1. In determining consistency with residential land use categories, development proposals falling within the entire density range designated on the Land Use Element for the subject area may be found consistent providing other requirements of the General Plan are satisfied.

2. Density Incentive

It is the policy of the Board of Supervisors that:

When large scale plan proposals for areas (such as Rancho de Los Alisos and Moulton Ranch) are incorporated in the General Plan, and propose retention of over 50% of the total area in open space, recreation and conservation uses, and are sensitive to areas of natural environmental value (such as Aliso Creek) land use projects may be found consistent with the General Plan and approved at the high end of the Land Use Element density range applicable to the project location providing the following conditions are met:

- a) That the proposed development (project) including the recreation, open space, and conservation areas, is preceded by Planned Community zoning; and,
- b) That the proposed development (project) is otherwise consistent with the General Plan.

C. MODIFIED ZONES

1. The consistency of modified non-residential zones is determined using the base district and the Land Use/Zoning Matrix.

Examples:	<u>Modified Zone</u>	<u>Base District</u>
	100-M1-10,000	M1
	C1 10,000 (SR)	C1
	<u>100-C2-10,000 (SR) (BRD)</u>	<u>C2</u>

2. The consistency of modified residential zones is determined using the following method:

- a. Modified residential zones are "exactly" consistent if the following conditions are met:
 1. Using the Land Use/Zoning Matrix the base district is consistent.
 2. Using the Residential Standards, the overall density per gross acre is within the range of the land use category.
 3. Using the Residential Standards, the area per unit is within the range of the land use category.
- b. Modified residential zones are "assumed to be consistent" if two of the above three conditions are met.
- c. Modified residential zones contain "only a degree" of consistency if only one of the above conditions are met.
- d. Modified residential zones are inconsistent if none of the conditions are met.

D. PLANNED COMMUNITY ZONING

1. The consistency of non-residential areas within a planned community is determined by comparing the uses permitted within the area with the definition of the general plan category.

NOTE: When reviewing a development proposal to determine its consistency with the General Plan and it is found that the land uses indicated by the Land Use Element were based upon a city general plan, and the residential densities specified by the County's Land Use Element are broader than the city plan, then the city plan (and the city itself) should be consulted and the information received should be used to assist in the determination of consistency as long as the objectives of the city

plan are in harmony with the County General Plan.

2. The consistency of residential areas with a Planned Community may be determined in two ways:

- a. By using the method described under Modified Residential Zones (paragraph C-2).
- b. Where the shape and extent of residential uses surrounded by open space areas are delineated on the Land Use Element Map (i. e., not striped), the density of individual tentative tract maps and projects may exceed the top of the General Plan density range, may deviate from specified area per unit requirements, and may be found consistent in the judgment of the planning agency if all the following conditions are met:
 - 1) The average area per unit of the proposed planned community district is at the midpoint of the General Plan range for the entire area of residential use designated on the Land Use Element.
 - 2) At least 50% of the dwelling units within the tentative tract, project or planning area conform to the principal character intended by the Land Use Element designation;
 - 3) The midpoint of the density range for the entire area of residential use designated on the Land Use Element is not exceeded;
 - 4) Either of the following is accomplished:
 - a) Planning areas specifying the maximum number of dwelling units by type (density, character, etc.) and the amount of open space to be preserved for the entire residential designation are made a part of the Planned Community District;
 - b) A tentative tract for the entire planning area or the entire general plan residential designation and required open space areas is filed;
 - 5) Planned Community District regulations contain an accounting system which would advise subsequent property owners of the maximum number of dwelling units and amount of open space indicated for their property;

- 6) Major environmental features intended for preservation by the General Plan are respected by inclusion in the PC area or site plans;
- 7) Specific provisions for addressing low and moderate income housing needs are indicated in the Planned Community documents;
- 8) The proposed development is otherwise consistent with the intent of the General Plan.

GENERAL PLAN LAND USE / ZONING MATRIX

LAND USE CATEGORIES		BASIC DISTRICTS																												
			B1	A2	A1	E1	RE	RHE	E4	AR	R1	RS	R2D	R4	R2	R3	RP	PA	CC	CH	CN	C1	C2	CR	MR	M1	SG	M2		
1.0	RESIDENTIAL																													
1.1	LOW DENSITY	△		○	●	●																								
	1.11	△		○	●																									
	1.12	△		○	△	●																								
1.2	MEDIUM-LOW DENSITY	△		○	△	△	●	●																						
	1.21	△		○	△	△																								
	1.22	△		○	△	△																								
	1.23	△		○	△	△	●	●																						
1.3	MEDIUM DENSITY	△		○	△	△	△	△	△	●	●						△													
	1.31	△		○	△	△	△	△	△	●	●						△													
	1.32	△		○	△	△	△	△	△	△	△						△													
1.4	HIGH DENSITY	△		○	△	△	△	△	△	△	△	●	●				△													
	1.41	△		○	△	△	△	△	△	△	△						△													
	1.42	△		○	△	△	△	△	△	△	△	●	●				△													
1.5	HEAVY DENSITY	△		○	△	△	△	△	△	△	△	△	△	●	●	△														
	1.51	△		○	△	△	△	△	△	△	△	△	△				△													
	1.52	△		○	△	△	△	△	△	△	△	△	△	●	●	△														
2.0	COMMERCIAL																													
2.1	LOCAL	△		○													△	○	○		●	●	△			△				
2.2	COMMUNITY	△		○														○	●	△	○	○	○	△		△				
	2.21 PROF. ADMINISTRATIVE			○														●												
2.3	REGIONAL	△		○														○	△	●				●		△				
3.0	INDUSTRIAL																													
3.1	INDUSTRIAL PARK	△		○																					○	△				
3.2	LIGHT	△		○																			△		○	●				
3.3	HEAVY	△		○																					○	△	●			
4.0	PUBLIC FACILITIES																													
4.1	PUBLIC FACILITIES	△		○				○	○	○	○	○	○	○	○	○	○	○	○			○	○	○						
4.2	QUASI-PUBLIC FAC.	△		○				○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○			○		
5.0	OPEN SPACE																													
5.1	NATURAL RESOURCES			○	○																						△			
5.2	AGRICULTURE																													
	5.21 EXCLUSIVE			●	○																									
	5.22 GENERAL			○	○	●																					△			
5.3	RECREATION	△		○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○			○	○	○		○	△			
	5.31 TOURIST REC/COML			○																										
5.4	OTHER OPEN SPACE			○	○																						△			
	5.41 CONSERVATION			○																										

THIS CHART SHOULD BE READ FROM LEFT TO RIGHT

- EXACT: The purpose and intent of the zoning district is the same as the purpose and intent of the Plan land use category.
- ASSUMED: The purpose and intent of the zoning district is compatible with the purpose and intent of the Plan land use category.
- △ ONLY A DEGREE: The purpose and intent of the zoning district is not compatible with the purpose and intent of the Plan land use category, but land use(s) within the zoning district is.
- INCONSISTENT: The purpose and intent of the zoning district is in no way compatible with the purpose and intent of the land use category.

Administration of the General Plan

The Land Use Element of the General Plan is the instrument through which the Board of Supervisors and the Planning Commission considers, debates and finally agrees upon a unified set of general policies for the physical development of the County. The element is designed, therefore, to facilitate the work of the Supervisors and Planning Commissioners as they focus their attention on the County's major development problems and opportunities. The need for policy determination occurs at several points in time.

1. State law allows only three amendments per year for each mandatory element. If the element is not amended during the year, however, there should be a formal annual review. This would require the decision makers review the plan and its policies and make necessary modifications in light of the previous year's experience. The annual review helps place the principal issues of the preceding 12 months in perspective so they can be addressed in subsequent amendments.

Ideally, the annual review should take place just prior to the Board's yearly budget cycle. This timing provides focus on questions of physical development before decisions on the allocation of funds for capital improvements are made.

2. State law additionally requires that zoning ordinances be consistent with the general plan. To achieve this, the County has established a Zoning Consistency Program to provide for necessary changes to the zoning code, zoning districts or the general plan. The program has five phases--the identification of zoning inconsistencies; a rezoning study; the identification of areas which require special study; the refinement of the general plan and its interim policies; and finally, a revision of the zoning code.
3. As amendments to the element are proposed for portions of the unincorporated area, more specific guidance may be needed. To provide this guidance, supplements to the Land Use Element may be adopted. Their purpose is to formalize county policy uniquely appropriate to certain areas. This is an interim measure until such time as more detailed steps in the planning process can be accomplished.

Supplements generally contain goals, policies, development guidelines and implementation policies. They provide guidance in area development decisions through more explicit interpretation of the intent of the general plan and direction for further

planning activities.

As specific plans for portions of the county are completed, they will gradually absorb the function now being performed by the supplement.

Land Use Element Supplements are adopted for the following areas. The goals and policies are adopted herein by reference. Development guidelines are enacted by separate implementing resolution.

1. Capistrano Valley
 2. Orange Park Acres
 3. South Laguna
 4. Laguna-Aliso (Moulton Ranch) and Northern El Toro
4. Certain background studies and resultant reports are generated as part of the amendment process. While such reports are not adopted formally as part of the Land Use Element, they nevertheless represent useful sources of rationale behind many of the proposals contained in a particular amendment. For that reason, they are listed in an amendment bibliography. Any reports so identified should be reviewed as particularly relevant sources of background information should the interpretation of an amendment item come into question.

ADMINISTRATIVE POLICY

1. In the case of questioned interpretation or ambiguity in the Land Use Element due to the scale of the map, or other special concerns in implementation such as topographic or environmental concerns, the Planning Agency exhibit maps presented at the public hearing(s) upon which the Planning Commission takes approving action may be used for determining consistency of a proposed development with the Land Use Element. The notations on the exhibit are not intended to redefine the land use designation as applied to the area, but rather to capture special considerations regarding how it should be applied.
2. In the administration and implementation of the Land Use element of the General Plan, as amended, the Planning Commission has at its discretion the authority to interpret and render findings on consistency of zoning and other land use projects

with the Element so long as such findings are in conformance with the requirements of the Government Code and the policies and guidelines expressed elsewhere in the Land Use Element.

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1. Orange County Planning Department; Draft Report on South Laguna Segment of First Amendment to 1983 Land Use Element; Santa Ana, CA, April 22, 1974.
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